PARTNERSHIP AND COFINANCING GUIDE

ASIAN DEVELOPMENT BANK–ISLAMIC DEVELOPMENT BANK
PROJECT CYCLE MANAGEMENT MILESTONES

PREPARATION (12-18 months)
- Project Concept Paper
- Department Meeting
- Concept Clearance
- Fact-finding or Appraisal Mission Feasibility Study
- Peer Review/ReNs
- RRP and Project Administration Documents
- Operations Committee
- PCD Clearance
- PCD
- Sector Directors and VPO Clearance

APPROVAL AND EFFECTIVENESS (3-6 months)
- Approval
- Loan Agreement Signing
- Loan Effectiveness
- RRP and PAM
- Staff Review Meeting or Management Review Meeting
- Loan Negotiations
- Board of Directors
- Board of Executive Directors
- Financing Agreement (<6 months)

IMPLEMENTATION
- Review Missions, Inception Review, Midterm Review
- Project Completion
- Evaluation

COMPLETION AND EVALUATION
- Project Completion Report
- Evaluation Report

ADB

IDB

ADB = Asian Development Bank, IDB = Islamic Development Bank, PAM = project administration manual, PCD = project concept document, ReN = regional network, RRP = report and recommendation of the President, VPO = Vice-president for operations.

* The process flow refers to ADB’s sovereign operations.
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QUICK FACTS

• IDB is ADB’s third-largest multilateral partner for project cofinancing as of December 2015.

• IDB and ADB signed a memorandum of understanding on Establishing Cooperation Arrangements in November 2007 to broaden collaboration.

• IDB and ADB signed a framework cofinancing agreement (FCA) in September 2008 ($4 billion) for 2009–2011 and a new FCA in November 2011 ($6 billion) for 2012–2014. In September 2014, the 2011 FCA was extended until 2017.
The Asian Development Bank (ADB) and the Islamic Development Bank (IDB) extended their 3-year framework cofinancing agreement (FCA) for 2012–2014 to 2017. The common pipeline target is $6 billion—up to $2.5 billion from ADB and up to $3.5 billion from IDB—for projects in transport, energy, urban development and services, education, agriculture, health, regional cooperation, private sector development, and promotion of public–private partnerships.

Expanding financing partnerships require both partners to understand and better align their processing and implementation procedures. This guide outlines each partner’s internal arrangements for cofinancing projects to facilitate harmonization.

**ADB AND IDB GROUP OVERVIEW, 2015**

**ADB**

$16.4 Billion
FINANCING IN 2015\(^a\)

ESTABLISHED 1966

40 COUNTRIES OF OPERATIONS

29 FIELD AND 3 REGIONAL OFFICES\(^c\)

3,098 STAFF

**IDB GROUP**

$12.1 Billion
FINANCING IN 2015\(^b\)

ESTABLISHED 1975

56 COUNTRIES OF OPERATIONS

4 REGIONAL OFFICES, 5 COUNTRY GATEWAY OFFICES, AND 13 FIELD REPRESENTATIVES

1,192 STAFF

\(^a\) Excluding cofinancing.

\(^b\) IDB financing includes the IDB Group (see Box 2).

\(^c\) As of March 2016.
The IDB Group consists of IDB and the following other members: (i) Islamic Research and Training Institute (IRTI), (ii) Islamic Corporation for Insurance of Investments and Export Credits, (iii) Islamic Corporation for Development of the Private Sector (ICD), (iv) International Islamic Trade Finance Corporation, and (v) Islamic Solidarity Fund for Development.

IRTI, the research and training arm of IDB, supports the development of the Islamic financial services industry. IRTI activities include training, research, advisory services, and capacity building in the field of Islamic finance.

The Islamic Corporation for Insurance of Investments and Export Credits offers Shariah-compliant export credit insurance and reinsurance and also provides political risk insurance to encourage investment flows. Its mandate is to boost trade among Organization of Islamic Cooperation member countries.

ICD promotes private sector development in member countries. It facilitates access to Islamic capital markets and mobilizes additional financial resources for the private sector. ICD promotes entrepreneurship and encourages cross-country investments.

The International Islamic Trade Finance Corporation encourages trade among the Organization of Islamic Cooperation member countries and advances trade across the Islamic world. It also helps businesses gain better access to trade finance and provides them with the necessary trade-related capacity-building assistance.

The Islamic Solidarity Fund for Development is a specialized arm of the IDB for addressing poverty in member countries. Its objectives are to reduce poverty; build the productive capacity of member states; reduce illiteracy; and eradicate diseases and epidemics, particularly malaria, tuberculosis, and AIDS. It uses a combination of grants and concessionary financing (loans), as well as its own capital, to combat poverty.
PERFORMANCE

**COFINANCING 2009–2015**

<table>
<thead>
<tr>
<th>Year</th>
<th>ADB</th>
<th>IDB</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>224</td>
<td>500</td>
<td>726</td>
</tr>
<tr>
<td>2010</td>
<td>207</td>
<td>230</td>
<td>437</td>
</tr>
<tr>
<td>2011</td>
<td>677</td>
<td>677</td>
<td>1,354</td>
</tr>
<tr>
<td>2012</td>
<td>425</td>
<td>262</td>
<td>687</td>
</tr>
<tr>
<td>2013</td>
<td>120</td>
<td>370</td>
<td>490</td>
</tr>
<tr>
<td>2014</td>
<td>80</td>
<td>80</td>
<td>160</td>
</tr>
<tr>
<td>2015</td>
<td>380</td>
<td>380</td>
<td>760</td>
</tr>
</tbody>
</table>

**GEOGRAPHIC DISTRIBUTION OF ADB-IDB COFINANCED PROJECTS, 2009–2015**

- **Bangladesh**: 50% ($925 M)
- **Pakistan**: 26% ($473.9 M)
- **Kazakhstan**: 9% ($170 M)
- **Uzbekistan**: 11% ($200 M)
- **Maldives**: 1% ($20.3 M)
- **Indonesia**: 4% ($65 M)
- **Others**: 5%

Note: Total may not add up to 100% due to rounding.
STARTING POINT

Open, clear, and regular communication from the early stages of project preparation is the key to a successful partnership.

ADB and IDB staff must familiarize themselves with two partnership documents: the memorandum of understanding (MOU) and the FCA.

**MOU**
- Forms the basis for cooperation between the partners, and
- Serves as a time-bound and noncommittal general cooperation framework based on the strategic frameworks of the partners.

**FCA**
- Makes cofinancing volumes more predictable,
- Cuts negotiation time for each transaction, and
- Streamlines reporting and information exchange.

The ADB–IDB collaboration has evolved from an MOU into an FCA, thus contributing to the success of the cofinancing partnership. Project-specific agreements or MOUs signed by the parties define the implementing arrangements—specifically the roles and responsibilities of each partner in a given project.

COMMON MEMBER COUNTRIES AND PRIORITY SECTORS

ADB and IDB have 14 common member countries,¹ which will benefit from the institutional partnership. These countries and priority sectors are as follows:

**PRIORITIES FOR ADB AND IDB COFINANCING**

<table>
<thead>
<tr>
<th>Sector and Theme</th>
<th>Region and Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport, energy, education, urban development and services, agriculture,</td>
<td><strong>Central and West Asia:</strong> Afghanistan, Azerbaijan,</td>
</tr>
<tr>
<td>health, regional cooperation, private sector development, public–private</td>
<td>Kazakhstan, Kyrgyz Republic, Pakistan, Tajikistan,</td>
</tr>
<tr>
<td>partnership</td>
<td>Turkmenistan, Uzbekistan</td>
</tr>
<tr>
<td></td>
<td><strong>South Asia:</strong> Bangladesh, Maldives</td>
</tr>
<tr>
<td></td>
<td><strong>Southeast Asia:</strong> Indonesia</td>
</tr>
</tbody>
</table>

¹ Turkey, a common member country, is a nonregional member of ADB. Brunei Darussalam and Malaysia, also common member countries, are nonborrowing members of ADB.
Guided by the FCA, ADB and IDB hold a joint high-level retreat every year. At this forum, they review the scope of the partnership in light of the changing development landscape, verify common interests and concerns, and agree on future activities.

The two institutions develop a joint ADB–IDB work plan and pipeline during the retreat, including project cofinancing for the next 2–3 years, and particularly for the year immediately following. ADB’s Office of Cofinancing Operations (OCO) is the custodian of this work plan and regularly updates and circulates this document in coordination with the IDB’s Cooperation and Integration Department.

<table>
<thead>
<tr>
<th>ADB</th>
<th>IDB</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADB’s Strategy 2020 determines the overall strategic approach that</td>
<td>IDB’s 10-year strategy drives its member country partnership strategies, which are aimed at establishing the bank’s strategy for each member country and defining areas for priority action to contribute effectively and efficiently to the country’s economic and social progress.</td>
</tr>
<tr>
<td>drives its country partnership strategies (CPSs). IDB prepares an</td>
<td>The specific support to be provided is agreed on and prioritized over a specific period during country programming, done in close consultation with the government and various stakeholders, including private sector organizations, nongovernment organizations, and the country’s other development partners. The support must be consistent with the relevant development plans and strategies of the country concerned. Country programming is the responsibility of IDB’s Country Programs Department.</td>
</tr>
<tr>
<td>individual CPS for each developing member country to serve as a</td>
<td></td>
</tr>
<tr>
<td>medium-term, country-specific operational framework, and a country</td>
<td></td>
</tr>
<tr>
<td>operations business plan (COBP) as a 3-year rolling project pipeline.</td>
<td></td>
</tr>
<tr>
<td>Each ADB-defined region or subregion is covered by a regional</td>
<td></td>
</tr>
<tr>
<td>cooperation strategy.</td>
<td></td>
</tr>
<tr>
<td>ADB’s regional departments, mostly through its resident missions,</td>
<td></td>
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<tr>
<td>lead CPS and COBP preparation and initiate communications with in-</td>
<td></td>
</tr>
<tr>
<td>country partners, given their knowledge of the partners’</td>
<td></td>
</tr>
<tr>
<td>development priorities specific to that country, and with contacts</td>
<td></td>
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<tr>
<td>in the field offices. The resident missions are thus able to</td>
<td></td>
</tr>
<tr>
<td>pre-identify partners with cofinancing potential and advise project</td>
<td></td>
</tr>
<tr>
<td>officers with cofinancing needs. At the same time, OCO helps match</td>
<td></td>
</tr>
<tr>
<td>projects with potential partners at the institutional level and</td>
<td></td>
</tr>
<tr>
<td>provides support for completing procedural requirements, including</td>
<td></td>
</tr>
<tr>
<td>cofinancing agreements.</td>
<td></td>
</tr>
</tbody>
</table>

c In ADB, a project is normally processed only after it has been included in the COBP.
COFINANCING BENEFITS

**Scale-up.** Increased funding to implement large-scale projects or cover the financing gap so that the desired project outcomes can be met.

**Additionality.** Additional or complementary resources to enable development partners to expand operations beyond the operational headroom and country allocations.

**Complementarity.** A common agenda to maximize development impact.

**Sustainability.** Support for sustainable growth and the ability to finance long-term programs and projects, while ensuring their social and environmental soundness.
The extent of partner involvement in the project cycle should be determined for projects identified for cofinancing. The partners may

- check each other’s processing milestones, including indicative board dates;
- plan project processing coordination for the entire project cycle, subject to regular joint review; and
- ensure borrower involvement in project design—contract packaging and decisions about project components—and seek early borrower buy-in for the partners’ financing terms and specific requirements.

ADB processing broadly entails preparation, and approval and effectiveness assurance.
PROJECT PREPARATION

<table>
<thead>
<tr>
<th>ADB</th>
<th>IDB</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prepares a project <strong>concept paper</strong> (with or without request for project preparatory technical assistance).</td>
<td>Starts processing on the basis of the official request from the member country and prepares a <strong>project concept document</strong> with or without fielding a mission to the country.</td>
</tr>
<tr>
<td>Holds a departmental meeting to review the concept paper and determine the project merits, risks, complexity, and readiness. A reconnaissance mission normally follows to firm up the project details and enable agreement with the borrower on the project concept and due diligence requirements. The concept paper undergoes peer review and is then submitted for <strong>concept clearance</strong>.</td>
<td>Circulates the project concept document for peer review and submits it for clearance to the regional network and then to the sector director. Final clearance is provided during the operations committee meeting chaired by the vice-president for operations.</td>
</tr>
</tbody>
</table>

**COMMUNICATIONS.** During the annual retreat, the partners formulate and refine the joint pipeline for the coming years (see “Institutional Coordination” section). Once a project enters the joint pipeline, the project team members communicate regularly with one another through periodic follow-up (including face-to-face) meetings, teleconferencing, videoconferencing, and joint missions. Mission leaders from each partner (their contact details are in the joint pipeline) are required to coordinate and communicate with their respective headquarters and field offices while keeping OCO informed.

**MISSIONS.** The partners coordinate the timing of missions to facilitate consultation regarding (i) project design, and procurement, disbursement, safeguards, and cofinancing arrangements; (ii) potential issues and other requirements; and (iii) negotiation with the borrower.
SAFEGUARDS. Projects cofinanced under the FCA must comply with ADB’s and IDB’s prevailing social and environmental safeguard requirements. ADB, IDB, and the borrower collaborate to meet the prerequisites, through early consultation and agreement on a common approach to addressing environmental and social risks. Partners apply their respective accountability policies, specifically those relating to anticorruption and integrity measures.

<table>
<thead>
<tr>
<th>ADB</th>
<th>IDB</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ADB fields a fact-finding mission</strong> to confirm the project’s viability after an adequate feasibility study has been carried out.</td>
<td><strong>IDB undertakes a preparation mission</strong> (if needed) or an appraisal mission (to prepare a project appraisal document) and the report and recommendations of the President.</td>
</tr>
</tbody>
</table>

COFINANCING. Mission timing and discussions about the cofinancing structure must be synchronized. Partners agree on the cofinancing amount and structure, as well as the procurement disbursement, and safeguard arrangements. Details of the cofinancing arrangements are finalized. The ADB–IDB partnership is currently limited to collaborative cofinancing under a joint or parallel financing structure. OCO may join the mission to provide necessary support.

### TYPES OF COFINANCING ARRANGEMENTS

<table>
<thead>
<tr>
<th>ITEM</th>
<th>CONTRACTUAL</th>
<th>COLLABORATIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>DEFINITION</strong></td>
<td>Cofinancing for which ADB assumes financial, fiduciary, or administrative responsibilities in exchange for a fee</td>
<td>No contractual obligations, but close coordination is required during project processing and implementation</td>
</tr>
<tr>
<td><strong>DOCUMENT TEMPLATE</strong></td>
<td>Cofinancing agreement</td>
<td>Project-specific agreement or memorandum of understanding confirmed by both parties</td>
</tr>
</tbody>
</table>
4

**ADB–IDB ISLAMIC INFRASTRUCTURE FUND**

In 2009, the two institutions established the Islamic Infrastructure Fund with a target fund size of $500 million to be invested mainly in Shari’ah-compliant infrastructure projects in common member countries to give added impetus to private sector development in those countries. IDB initially committed $150 million to the fund, and ADB committed $100 million.

5

**IDB FINANCING**

The publication *IDB Modes of Finance* describes IDB’s financing products currently offered to IDB clients in member countries and beyond. The publication includes the definitions, structures, and general terms and conditions of IDB’s financial products. http://www.isdb.org/mof/index.html
**ADB** prepares the report and recommendation of the President to the Board of Directors (RRP), the project administration manual, and other required documents. ADB circulates the draft RRP and holds a second peer review followed by a management review meeting (for complex projects) or a staff review meeting (for low-risk projects). The project’s inclusion in the joint pipeline indicates IDB’s confirmation of cofinancing.

**IDB** prepares the final board documents, which undergo review and clearance by the sector division manager, the sector director, and the vice-president for operations in succession.

After cofinancing is confirmed, the partners sign a minutes of the meeting or a project-specific arrangement to formalize the arrangement. This process may start as early as the project’s inclusion in the joint pipeline.

Specific types of expenditures to be cofinanced are determined for each project under the FCA. The project financing plan and the special requirements of Islamic financing are reviewed. ADB and IDB agree to structure the procurement arrangements to preclude multiple civil works contracts, wherever possible, in the interest of economy and efficiency. They will also collaborate to determine and agree on the specific procurement eligibility and disbursement administration arrangements most appropriate for the project.

**INFORMATION EXCHANGE.** The institutions agree on appropriate logistic arrangements for all relevant information to be shared after agreement is reached on the project and the amount to be cofinanced. The relevant staff of both institutions may participate in related meetings and missions at all stages of project processing, including concept clearance, country programming, and due diligence.

- **ADB** conducts **loan negotiations** with the borrower before ADB Board approval (for sovereign operations only).
- **ADB** submits its final documentation for consideration by the Board of Directors.
- **IDB** normally conducts **loan negotiations** after approval by its Board.
- After the due review process, the project documents are cleared by the President and submitted to the Board of Executive Directors for approval.
## APPROVAL AND EFFECTIVENESS

<table>
<thead>
<tr>
<th><strong>ADB</strong></th>
<th><strong>IDB</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The loan agreement is signed by ADB and the borrower (signing date) after Board approval (approval date).</td>
<td>The Legal Department prepares the draft financing agreement to be signed by the beneficiary and IDB after the project is approved by the Board of Executive Directors.</td>
</tr>
<tr>
<td>The requirements and deadline for loan effectiveness are stipulated in the loan agreement. The loan effectiveness date is the date when all conditions for effectiveness in the loan agreement (effectiveness conditions) have been met by the borrower, and ADB declares the loan effective.</td>
<td>The financing agreement stipulates all the terms and conditions as approved by the Board. It must be signed within 6 months of approval; otherwise, it may be canceled.</td>
</tr>
<tr>
<td>The borrower should satisfy the effectiveness conditions within the time frame agreed upon with ADB and specified in the loan agreement (usually 3–6 months). The loan agreement may include disbursement conditions to be met before the loan proceeds can be disbursed. ADB targets 6 months after Board approval for the first disbursement. Extensions of loan effectiveness beyond 1 year require approval.</td>
<td>The requirements and deadline for effectiveness are stipulated in the financing agreement. Once the beneficiary has met the requirements, IDB declares the financing agreement effective. The beneficiary must satisfy the effectiveness conditions within a period of 12 months from the date of project approval by the Board of Executive Directors.</td>
</tr>
</tbody>
</table>

Each institution obtains the required internal approvals and prepares separate legal agreements for each cofinanced project for signature with the counterparts.
IMPLEMENTATION COORDINATION

MONITORING. The partners monitor the implementation of the project through joint inception, midterm review, or other monitoring missions. The scope of the partners’ coordination during project implementation covers:

- procurement,
- disbursement (as appropriate),
- review missions,
- monitoring of borrower compliance with loan covenants,
- monitoring of project performance and results, and
- assessment of project results.

Each institution designates at least one staff as communications and liaison focal point to coordinate and to serve as the first point of contact for all inquiries and requests from the partner institution.

PROJECT COMPLETION COORDINATION

ADB: The project completion date refers to the date the project is physically completed. This date precedes the loan closing date (normally by 6 months). The loan closing date is the date ADB terminates the right of the borrower to withdraw from the loan account. Expenditures incurred after the loan closing date will not be financed under the loan. ADB prepares a project completion report within 12–24 months after project completion. The draft completion report is shared with the partner for confirmation of cofinancing information and experience.

IDB: The project completion date refers to the date the project is completed from an operational viewpoint, that is, when the final payment is made from the project account. The repayment schedule is prepared by the Finance Control Department and the project account is closed upon acceptance of the repayment schedule by the beneficiary country. IDB prepares a project completion report based on the project implementation assessment and support report and the beneficiary completion report.
EVALUATION COORDINATION

If the project cofinanced by the partner is the subject of an evaluation study by ADB’s Independent Evaluation Department or is included as a sample in such a study, the evaluation findings are shared with the partner. The evaluation findings take the feedback from the partner into account.

The Group Operations Evaluation Department of IDB prepares an independent evaluation report on selected completed projects within 5 years of project completion. This report assesses the impact of the project and compares actual results with what was expected during appraisal. Valuable lessons are learned over time from the success or failure of completed projects. These lessons are then fed into the design of future projects and updates of policies.
HEADQUARTERS

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About the Asian Development Bank

ADB’s vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries reduce poverty and improve the quality of life of their people. Despite the region’s many successes, it remains home to half of the world’s extreme poor. ADB is committed to reducing poverty through inclusive economic growth, environmentally sustainable growth, and regional integration.

Based in Manila, ADB is owned by 67 members, including 48 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.